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ABSTRACT

An overview is provided of the governance, enrollments, programs, finances, facilities, and significant activities and concerns of Illinois' public community colleges. The report begins by describing the organization of the state system into 39 public community college districts and 52 colleges. The next section deals with student enrollment, noting that over 50% of all students in higher education in Illinois are enrolled in community colleges; that many of these students attend on a part-time basis in short-term courses beginning after the regular fall term begins; and that 32% of the community college students are enrolled in programs designed to prepare individuals for employment or to upgrade job skills. The next section discusses college programs, highlighting curricular additions and changes that took place in 1983 and 1984 as community colleges kept pace with changing student needs and job markets. Next, financial data are presented, covering revenue sources (e.g., credit hour grants, equalization grants, disadvantaged student grants, economic development grants, advanced technology equipment matching grants, and state appropriations). The next section discusses the need for new facilities to house new programs for the emerging technologies and the need for remodeling and renovating some of the older campus buildings. The last sections summarize significant state legislation affecting community colleges, major activities of the Illinois Community College Board, and areas of concern. (RO)

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ILLINOIS COMMUNITY COLLEGE BOARD

TENTH BIENNIAL REPORT

1983-1984

MARCH 1985

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TENTH BIENNIAL REPORT

1983-1984

DISTRICT ORGANIZATION

There are currently 39 public community college districts comprised of 52 colleges (see map, page 12). Of those 39 districts, 37 have locally elected boards of trustees, one (Chicago) has a locally appointed board of trustees, and one (East St. Louis) has a local board of trustees appointed by the Governor. Thirty-five of the districts have a single college, although most have extension centers. Four districts are multi-college, with Chicago having nine colleges, Illinois Eastern having four colleges, and Black Hawk and DuPage having two colleges each. With the exception of State Community College of East St. Louis, each district has tax levy authority to provide local support for district operations. The 39 districts now include 97 percent of the State's population and 92 percent of the territory in the State.

At the beginning of the tenth biennium, there were 42 complete or partial public high school and unit districts not within community college district territory. Public Act 83-0132 added Section 6-5.3a to the Illinois Public Community College Act which allowed one complete district and small parcels of two others to disconnect from community college districts without annexing to others. However, because one unit district consolidated with another, there are still 42 districts not within community college district territory. One resolution requesting annexation was received from a unit district, processed, and approved; however, the residents of the district voted against the annexation.

STUDENT ENROLLMENT

Over 50 percent of all students (on a headcount basis) in higher education in Illinois are enrolled in community colleges. Since many community college students attend on a part-time basis in short-term courses beginning after the regular fall term begins, the total number of students enrolled during the year is considerably higher than the opening fall term enrollment figures indicate. Table 1 shows the annual unduplicated headcount of students enrolled in credit courses at community colleges during Fiscal Year 1983 and Fiscal Year 1984 by program of instruction.

Table 1

Fiscal Year 1983 and Fiscal Year 1984 Annual Unduplicated Headcount Enrollment in Illinois Public Community Colleges by Instructional Program Area

Program Area	FY 1983	FY 1984
Baccalaureate	209,843	237,174
Occupational	185,550	189,727
Vocational Skills	61,598	55,536
General Studies	149,246	124,483
Basic and Remedial	131,156	120,248
Other	58,798	33,574
Total	796,191	760,742

While overall enrollments decreased in Fiscal Year 1984, enrollment in both baccalaureate/transfer and occupational programs increased. A substantial portion of students in community colleges (32 percent) are enrolled in programs designed to prepare individuals for employment or to upgrade the skills needed to maintain the students' marketability in this period of rapidly changing technology.

PROGRAMS

In 1983 and 1984 community colleges continued to add, withdraw, and change curricula in an effort to keep pace with changing student needs and job markets. In the baccalaureate/transfer category, most colleges have consolidated their baccalaureate programs by converting major-specific degrees to general Associate in Arts and Associate in Science degrees designed to provide flexibility in transfer options.

The number of occupational curricula offered by the community colleges continues to increase, accounting for the largest percentage of the total curricula offered by community colleges. Curricula currently are offered in more than 250 discrete occupational fields. Occupational curricula have changed considerably during the last two years due to new employment trends. Unique curricula have been added in areas of advanced technology, such as computer-aided design, computer-aided manufacturing, and robotics. Office occupations curricula, especially word and data processing, have been added or modified to incorporate the use of microcomputers. The number of health curricula remains steady with an even distribution of additions and withdrawals. As the health technologies have advanced, however, such new curricula as diagnostic medical sonography have been added. The variety of mechanics and repairers curricula also has increased with the addition of specialties in auto and diesel mechanics, office machine repair, and computer maintenance and repair.

Occupational programs experiencing decline include precision production, machinists and machine operation, home economics, and agriculture. While declining in some areas of the state, protective services have increased in other districts where new or expanded correctional facilities require trained corrections officers.

Courses in line with the curricula have been added and withdrawn at a rate comparable to previous years and reflect student interest and demand as well as changing technology and the job market. The community colleges are working to meet the educational and employment needs within their districts by constantly updating the curricula and courses they offer.

Table 2 indicates the number of existing curricula and courses in the community colleges.

Table 2

Number of Curricula and Courses in Illinois Public Community Colleges
December 1984

	Curricula		Courses	
	Number	Percentage	Number	Percentage
Baccalaureate	342	7%	16,407	31%
Occupational	3,610	74	19,440	37
Vocational Skills	416	9	6,177	12
General Studies	354	7	7,713	15
Remedial	52	1	941	20
Adult Basic/Secondary Education	104	2	1,747	3
Total	4,878	100%	52,425	100%

FINANCE

The community colleges are funded through a combination of local taxes, student tuition and fees, state grants, and other miscellaneous revenue. The five current state (Illinois Community College Board) grants are credit hour, equalization, disadvantaged student, economic development, and advanced technology equipment matching grants.

Credit hour grants, which account for approximately 74 percent of all state grants to colleges, are distributed to the colleges on the basis of enrollments and costs in seven instructional categories. Enrollments in instructional categories which have higher state average costs per credit hour are funded at a higher level than categories which have lower state average costs per credit hour.

Equalization grants account for 19 percent of all Illinois Community College Board grants. These grants attempt to reduce the disparity among districts in local tax wealth per resident student. These grants are distributed only to districts whose equalized assessed valuation per full-time equivalent resident student is below the statewide average. During Fiscal Year 1985, 16 districts received equalization grants.

Disadvantaged student grants are used to provide special services necessary to help educationally disadvantaged students gain the educational competencies necessary to pursue college-level work for either job training or transfer. Activities supported through these grants include testing, counseling, tutoring, and services for physically handicapped students. Currently, this grant provides each college a basic grant of $20,000. The balance is distributed based on the number of instructional credit hours in adult basic and secondary education and remedial education.

Economic development grants were provided to community colleges for the first time in Fiscal Year 1984. These grants support community colleges in their efforts to work with local businesses to meet their educational needs. Each district receives a basic grant of $30,000 to support an economic development center. The remaining appropriation is distributed by the number of occupation credit hours of instruction.

Advanced technology equipment matching grants have been added in Fiscal Year 1985 to support high technology equipment needs in instructional programs. A maximum of 20 grants ranging from $50,000 to $200,000 are to be awarded.

Table 3 shows the state appropriations for public community colleges for the past five years. Enrollments in community colleges have increased 23 percent since Fiscal Year 1979, while state appropriations have increased 29 percent. State funding for each full-time equivalent student at community colleges increased by only five percent from Fiscal Year 1979 to Fiscal year 1984.

Table 3

Summary of Illinois Community College Board Grants
for Community Colleges
Fiscal Year 1979 Through Fiscal Year 1985

	FTE Student Enrollment	Credit Hour Grants	Equalization Grants	Disadvantaged Student Grants	Economic Development Grants	Advanced Technology Equipment Grants	Total	State Grants Per FTE
FY 1979	161,800	$102,195,000	$10,355,800	$3,800,000	$ ---	$ ---	$116,350,800	$719
FY 1980	172,384	103,252,400	17,200,000	4,700,000	---	---	125,152,400	726
FY 1981	196,480	109,199,500	19,839,500	5,100,000	---	---	134,139,000	683
FY 1982	215,358	116,002,500	23,561,700	5,000,000	---	---	144,564,200	671
FY 1983	217,241	113,660,400	25,927,000	5,000,000	---	---	144,587,400	666
FY 1984	198,823	114,596,700	27,848,200	5,000,000	2,500,000	---	149,944,900	754
FY 1985	195,841*	119,405,600	31,027,100	5,300,000	2,700,000	2,000,000	160,432,700	819*

*Estimated

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FACILITIES

Since 1965, $383 million of state funds have been appropriated to help construct or remodel permanent facilities for 43 of the 52 public community colleges in Illinois. The $383 million of state funds, combined with $372 million of local funds and $32 million of federal funds, have resulted in the construction of approximately 16.8 million gross square feet of facilities for community colleges as shown in Table 4. Although the vast majority of the needed facilities at community colleges have been constructed, there is still a need for additional facilities at some colleges.

Several of the nine campuses which have not received state appropriations have constructed permanent facilities with local funds; however, two colleges have received neither state nor local funds to construct permanent campuses. These two colleges requested, and were recommended for, Fiscal Year 1986 appropriations.

In addition, several of the 43 colleges that have received state funds for some buildings do not have all the basic facilities that are needed to complete the campus. Several other colleges are still using temporary facilities which were built with local funds when these colleges first started operation. These buildings were designed to last only eight to ten years, until the permanent campus would be constructed. Although some of these facilities are used by the colleges to provide needed space, they are energy inefficient, expensive to maintain, and do not meet federal handicapped requirements.

Fiscal constraints, at both the state and local levels, have resulted in the construction of only a few new buildings during the past two years. Meanwhile, while enrollments have remained constant or declined, new programs for the emerging technologies are creating a need for different kinds of space on some college campuses. In addition, some of the older buildings are beginning to need remodeling or renovation. Major remodeling also is required to accommodate changing program needs, handicapped accessibility, and energy conservation.

Table 4

Total Permanent and Temporary Community College Facilities
by Types of Funding
(Both Completed and Under Construction as of Fall 1984)

	Net Assignable Square Feet	Gross Square Feet
State Funded Permanent*	7,800,623	11,826,943
Locally Funded Permanent	2,974,322	4,041,482
Total Permanent	10,774,945	15,868,425
Locally Funded Temporary	747,609	956,365
Grand Total	11,522,554	16,824,790

*Includes a local share of at least 25 percent.

ECONOMIC DEVELOPMENT

The Illinois Community College Board has continued its efforts to promote and expand the role of community colleges in economic development through the Economic Development Liaison position which began January 1983 and through staff participation on key economic development councils and task forces at the state level. Illinois community colleges have become an integral part of the state's economic development efforts, along with business, government, and labor, not only to train people for jobs but to create and retain jobs as well. Every district now has a business center or economic development office designed to provide customized training for business, provide entrepreneurship training and assistance, and/or cooperate with other local economic development entities in retaining and attracting commerce and industry. The centers are funded primarily by state economic development grants and are complemented by various grant programs. These grant programs include small business development center grants from the Illinois Department of Commerce and Community Affairs which provide funds to business centers to provide business management and entrepreneurship assistance; contract procurement assistance grants which enable numerous centers to provide assistance to area businesses in seeking federal contracts; and high impact training services (HITS) grants, industrial training program (ITP) grants, and economic opportunity set-aside grants which provide funds to train employees in new or expanding businesses. The Illinois Community College Economic Development Association was founded in 1984 to serve as a vehicle to market and promote community college economic development activities and as a strong network to foster professional development.

LEGISLATION

The following is a summary of significant legislation affecting community colleges which was enacted in 1983 and 1984 by the Illinois General Assembly.

1983 Session

SB 261 (PA 83-0048) Provided for the funding formula and credit hour rates for community colleges.

SB 972 (PA 83-0850) Created the senior citizens tuition waiver at public colleges and universities and community college programs.

SB 1009 (PA 83-0444) Provided that the Illinois Community College Board may make business assistance grants to eligible community colleges.

HB 234 (PA 83-1013) Created the Freedom of Information Act which defines public records and bodies and specifies the records to be disclosed or exempted from disclosure.

HB 320 (PA 83-0986) Provided for the calculation of state reimbursement for adult classes with a formula based on total credit hours or units of instruction.

HB 1530 (PA 83-1014) Established the Illinois Educational Labor Relations Act governing the employment relationship between educational employers and employees.

HB 1670 (PA 83-0576) Provided for the securing of installment loans for community colleges with the stipulation that the pay back is made from sources other than local taxes, tuition, or state appropriations.

1984 Session

SB 1395 (PA 83-1373) Provided for the recomputation of equalization grants with respect to community college districts whose tax revenues are affected by adverse court decisions.

SB 1470 (PA 83-1333) Created an Act relating to the sale at retail of merchandise by or on the property of state institutions of higher learning.

SB 1596 (PA 83-1224) Provided for the funding formula and credit hour rates for community colleges.

HB 1587 (PA 83-1366) Authorized local community college districts to levy a tax under certain conditions for alteration or repair of district physical facilities.

HB 1839 (PA 83-1313) Established an advanced technology equipment matching grant program.

HB 2400 (PA 83-1385) Amended the Higher Education Student Assistance Law by providing a $500 merit recognition scholarship.

SUMMARY OF SIGNIFICANT ACTIVITIES

The following is a summary of significant activities of the Illinois Community College Board and its staff during the Tenth Biennium:

Assessment of Remedial Programs - The Illinois Community College Board staff undertook an assessment of remedial programs to evaluate policies and procedures related to providing remedial coursework at community colleges and to assess the effectiveness of remedial courses in community colleges. The assessment of remedial programs resulted in a revision of Illinois Community College Board Rules defining and governing remedial education, the adoption of Rules defining and governing the disadvantaged student grant in order to strengthen remedial education programs within Illinois community colleges, and the reclassification to more appropriate instructional and funding categories of community college credit courses that did not conform to the revised definition of "remedial."

Economic Development - In Fiscal Years 1983 and 1984, the Illinois Community College Board expanded the economic development activities conducted by community colleges for private commerce and industry, local government, and the labor force by working with various state agencies and committees and providing assistance to community colleges with state level information concerning economic development activities and commerce/industry training programs.

Fiscal Management Manual - The new Fiscal Management Manual, which replaces the Uniform Accounting Manual, was completed in 1984. The Fiscal Management Manual establishes certain funds and accounts which all districts must use when reporting their financial information to the public. It also sets forth guidelines for use by external auditors of the various districts. Implementation of the Manual was voluntary in Fiscal Year 1985 but is mandatory in Fiscal Year 1986.

Generic Course List - Beginning in 1981 and culminating in June 1983, the Illinois Community College Board developed a List describing each discrete course offered within the community college system. This List, with each course numerically coded by content and curricular intent, has streamlined the course classification process for both educational and funding purposes, and it has permitted the easy comparison of individual courses from college to college within the system. The development of the List and the coding of individual courses also was the mechanism used to implement the Board of Higher Education policies and the Illinois Community College Board Rules governing remedial education within the system.

Job Training Partnership Act - Fiscal Year 1984 marked the beginning of Illinois Community College Board coordination of a portion of the Job Training Partnership Act State Education Coordination and Grants Program. Illinois Community College Board coordination began with the hiring of a Job Training Partnership Act staff and continued through the process of developing the grant proposal and negotiating the grant with the Department of Commerce and Community Affairs.

Planning Capability - During the past two years, the Illinois Community College Board and its staff have taken several actions to improve capacity for short- and long-range planning within the agency. Effective liaisons have been established with other state agencies, such as the Department of Commerce and Community Affairs (DCCA), Illinois State Board of Education (ISBE), and the Illinois Occupational Information Coordinating Committee (IOICC), responsible for occupational education and training and for economic development. The Illinois Community College Board computerized management information system has been expanded to include information on community college faculty and staff characteristics, and other data elements have been streamlined and monitored for consistency. Numerous ad hoc studies and status reports on a variety of topics ranging from high technology programs specifically to occupational programs in general have been compiled and disseminated to the system. Community colleges were reorganized into a more effective regional structure in order to make use of labor market information in planning new and expanding existing programs to meet regional and statewide, as well as local district, needs.

Program Review - During Fiscal Year 1984, the Illinois Community College Board began a program review process to assist the community colleges in establishing their programmatic priorities and allocating resources to meet them. The procedures established by the Illinois Community College Board set a minimum standard of compliance for all colleges by requiring that all community colleges establish a systematic college-wide program review process for reviewing both instructional and student and academic support services programs on a five-year cycle. The Illinois Community College Board also required that the criteria used to evaluate each program include program need, cost, and quality. The program review reports submitted by the colleges show that 1,539 instructional programs and more than 60 student and academic support programs were reviewed in Fiscal Year 1984.

Recognition of Community Colleges - The process by which the Illinois Community College Board recognizes the community colleges was revised beginning in 1983. The revisions to the process included changing the visits from once every six years to once every three years, focusing on a fewer number of evaluation items, making the recognition status of a community college continuous until interrupted rather than giving annual consideration, and incorporating an audit of apportionment claims into the recognition evaluation. During Fiscal Years 1983 and 1984, recognition evaluations were conducted at 18 and 17 community colleges, respectively, using the revised recognition process.

Rules Adoption and Revision - During the past two years, the Illinois Community College Board has revised its official Rules and adopted additional Rules to administer more appropriately and consistently the Illinois Public Community College Act (as amended). Rules were adopted that provide criteria for approval of new colleges and branches and for the approval of new units of instruction and new administrative units of public service and research. Rules also were adopted to administer recent amendments to the Act, including the awarding of advanced technology equipment matching grants and the approval of projects under the protection, health, and safety taxing authority granted to community college districts.

Special Funding Needs of Small Community College Districts - In Fiscal Year 1984, the staff of the Illinois Community College Board undertook an analysis of the unique financial problems experienced by small community college districts. The result of this analysis was a recommendation in the Fiscal Years 1985 and 1986 operating budget requests to include a "fixed cost" component as a part of the equalization grant. Fixed costs are defined as those costs that remain relatively constant, regardless of the size of the community college. Such costs represent a larger proportion of smaller districts' costs than they do of larger districts' costs.

AREAS OF CONCERN

Improving the Quality of Equipment, Instructional Programs, and Staff - Recent program review reports from the community colleges indicate that the three areas requiring additional resources in order to improve program quality are equipment, program development, and staff development. The need to add equipment in fields not previously requiring any and to replace out-dated equipment with current generation technology in others is tremendous both in numbers and dollar costs. At the same time, the addition or replacement of equipment requires that courses be updated or replaced as well, necessitating increased funding for program development. The advanced technology equipment grant, if converted to a formula allocation to each college, would provide each college a means of addressing the need to update equipment on a regular basis and would serve as a source of funding to attract other equipment funds that require matching funds. There is concern about the funding and programmatic impact of the recently passed federal Carl D. Perkins Vocational Education Act for the provision of occupational programs by the community colleges. Regulations governing the administration of the Act will not become final until June and, to date, the supplemental appropriations necessary to implement the new programs authorized by the Act have not been passed. In addition, this new Act provides little funding for the maintenance of occupational programs. The new Act targets funds for program improvement and to serve special need populations. It is unknown at this time what impact this shift in funding will have on individual community colleges. Finally, on-going and systematic staff development also is required in order for full-time faculty members, for example, to incorporate new technologies into their programs and courses. Part-time faculty members, who are often experts in their fields, need assistance in developing appropriate teaching methodologies and techniques. Incentives are needed to foster the continuous cooperation with commerce and industry and with university faculties statewide in order to address these diverse staff development needs.

Expanding Economic Development Services - Community colleges are a prime ingredient in developing the economy of Illinois. The availability of a trained workforce and the proximity of a community college to provide both initial and continuing technical education are factors that commerce and industry seek in relocating and expanding. Increased funding for special grants to assist the community colleges with this important task is needed.

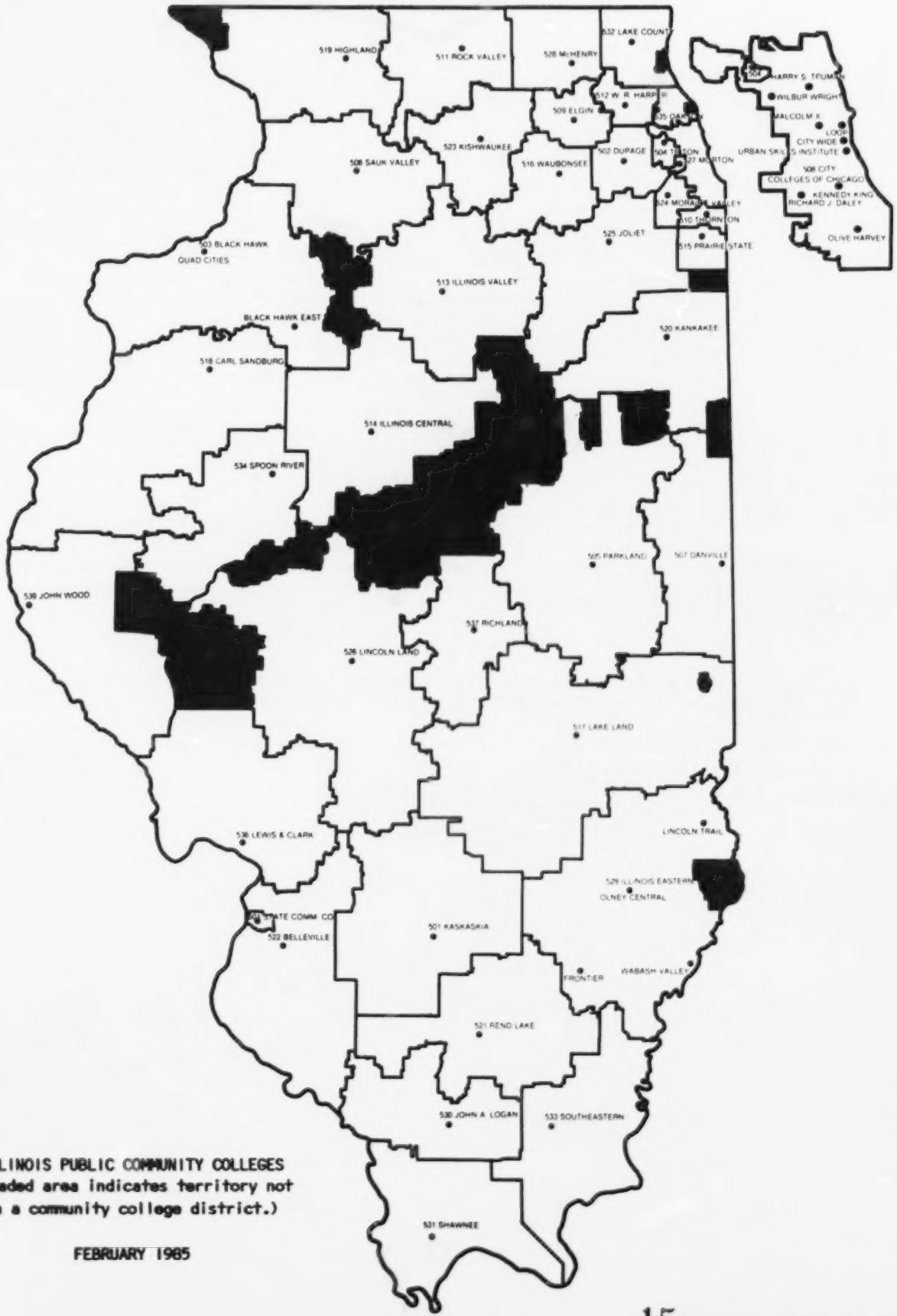
Serving the Educationally Disadvantaged Student - Numerous national reports have been issued within the past two years calling for the reform of education. In Illinois, the General Assembly revised the requirements for high school graduation by adding subject matter course requirements. The Illinois Board of Higher Education also has recommended to the Illinois public universities that they adopt more stringent subject matter course requirements for admission to baccalaureate programs. The Illinois Community College Board and the public community college system are concerned about the ramifications of these actions on the articulation of courses with both the high schools and public universities, the possible need to amend policies on remedial education, the effect of revised admissions standards on the general education component of baccalaureate degrees, and the implications for financial aid of increased numbers of adult high school graduates who may need preparatory coursework in order to be admitted to baccalaureate programs. All of

Illinois' community colleges provide remedial and adult basic and adult secondary education courses that are funded in part through credit hour grants and, in the case of adult basic and adult secondary education, in part through federal and state funds provided through the Adult Education Act. The Fiscal Year 1986 budget request seeks to increase the level of funding of the disadvantaged student grant provided to the community colleges in order to provide additional services needed by the educationally disadvantaged student.

Providing Equity in Levying Authority for Local Taxes - The Public Community College Act authorizes the City Colleges of Chicago and districts formed after 1974 to levy up to a rate of 22.5 cents for operations without voter approval. For the sake of equity, such an authorization should be extended to all other community college districts, twenty of which would benefit from such an extension.

Eliminating Non-community College District Territory - The existence of non-community college district territory comprising three percent of the state's population creates inequities both for residents and non-residents of community college districts. Residents provide a higher proportion of community college support than do non-residents who attend a community college, and non-residents often are unable to enroll in limited entry programs. In addition, the needs of non-district territories are not included in educational and employment needs assessments nor can requested programs be delivered on a timely basis, if at all.

Improving State Universities Retirement System Support - Inadequate state funding for the State Universities Retirement System continues to be an area of great concern to the community college system. The legislature has failed to appropriate not only the amount required under statute, i.e. the cost of providing future pension benefits for active employees plus interest on the unfunded accrued liabilities, but it has failed even to appropriate the amount needed to pay current retiree benefits, i.e. gross benefit payouts. In fact the past two appropriations have been only at 60 percent of gross benefit payouts.



ILLINOIS PUBLIC COMMUNITY COLLEGES
(Shaded area indicates territory not in a community college district.)

FEBRUARY 1985

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